

The United States and the SPC:
The First Ten Years, 1948 - 1957.

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United States involvement in the South Pacific Commission during the first decade of its existence, that is, 1948 to 1957, shone in the fields of agricultural and public health assistance to the various territories falling within the SPC region but was otherwise lackluster. An American served as Secretary-General from 1955 to 1958, but his efforts in office were largely given over to internal reorganization of the Secretariat and the Research Council along lines set down by reviews of those bodies carried out in 1954 following upon a resolution to that effect made at the 12th Session of the Commissioners in October 1953 and in 1955 after the 13th Session held in October 1954.

This paper looks at the various SPC conferences, sessions, meetings and work programs with an eye on the Americans involved and on the American efforts during the first ten years. The results of this examination will support the conclusions stated in the opening paragraph.

The United States and the Commission.

At the South Seas Conference, which was held in Sydney (28 January - 6 February 1947) to draft the Agreement serving as the basis of the South Pacific Commission, the American delegation consisted of seven members, who are listed on the following page. Of these, only Sady attended a Session of the Commissioners, but he only attended one session. This lack of continuity among US delegates to Sessions of the Commissioners continued throughout this period, although it was somewhat offset by representation of several of the same government agencies at virtually all of the Sessions.

United States Delegates

The South Seas Conference, January-February 1947.

Robert Butler, US Ambassador to Australia.

Capt. Harold Hauser, Governor of American Samoa, 1945-1947.

James F. Green, Associate chief, Department of Dependant Area Affairs.

Roy E. James, Division of Territorial and Island Possessions.

Abbot Low Moffat, Chief, Division of Southeast Asian Affairs.

Arthur L. Richards, Assistant chief, Division of British Commonwealth Affairs.

Emil Sady, Division of Dependant Area Affairs.

The Sessions of Commissioners, 1948 - 1957.

Academic: Dr. Felix Keesing, Professor of Anthropology, Stanford.
Dr. Karl Leebrick, Vice-President, UH.
Dr. Knowles Ryerson, Dean, College of Agriculture, UC.

Interior: W. L. Yeomans.

HEW: Dr. Arthur Osborne, Division of International Health.

Law: Milton Shalleck, Attorney-at-Law, New York.

United States Navy: Cdr. R.L. Ramey
Cdr. William J. Germershausen, Jr.

Territorial Government: R.S. Herman, Secretary of Guam.
(Non-military) John Elliott, Governor of American Samoa,
1952.
Peter T. Coleman, Governor of American
Samoa, 1956-1960.
John Cool, Samoan Affairs Officer,
American Samoa.
James McConnell, Deputy High Commissioner,
TTPI.

State Department: Douglas Oliver.
Mrs. P. Leroy.
Emil Sady, Dependant^{ant} Area Affairs.
Windsor Hackler, Dependant Area Affairs.
Robert R. Robbins, Dependant Area Affairs.
Edna Barr, Dependant Area Affairs.
Ruth Bacon, Office of Far Eastern Affairs.
J.H. Shullaw, British Commonwealth Affairs.
J.F. Melby, Philippine and South Asian Affairs.

United States Delegates

The Sessions of the Commissioners, 1948 - 1957.

Noumea Consulate: Claude G. Ross, US Consul.
P.E. Haring, US Consul.
D.W. Montenegro, US Consul.
Lewis White, US Consul.
B. Hyman, US Vice-Consul.
John T. Wheelock, US Vice-Consul.
C.C. Carson, US Vice-Consul.
Robert G. Shackleton, US Vice-Consul.

Sydney Embassy: Orsen Nielsen, Consul-General.

In the summer of 1947, A.A. Raag, a member of the Fiji legislature, motioned that Fiji not be included in the South Pacific Commission since, among other reasons, it had not been asked to join and since its development would be retarded by the undeveloped territories that would be associated with it (PIM, August 1947, p 13). Ratu Mara has made similar charges against the SPC and regional cooperation in recent years. So, this view is a commonly held complaint on Fiji against the SPC as a body, as well as against the principle of regional cooperation as discussed in the doctoral thesis of Richard Herr and in the master's thesis of G.E. Fry, that has been around from the beginning.

In 1947, the temporary SPC headquarters was moved into the School of Pacific Administration, St. George's Heights, Mosman, Sydney (PIM, November 1947, p 67). This was the site of six SPC sessions and meetings held in 1948.

Once the SPC Agreement had been ratified by all six member governments in the early months of 1948, the work of the organization began with the 1st Session of the Commissioners in May 1948. Each government was represented by one Senior Commissioner, one Commissioner (both of whom were appointed ^{for the US} by the US President) and a variable number of alternates, advisers and

secretaries. From the 1st to the 17th Sessions, the size of the US delegation varied from three to six. The first US Senior Commissioner was Felix Keesing; he served from 1948 to mid-1957 when he retired. Keesing attended only two more Sessions after the Commissioners decided to drop applied anthropology, his special field, as a special subject in the work program in October 1953 (SPC 1954a: 18). Knowles Ryerson, Dean, School of Agriculture, University of California, Berkeley, took over this post from mid-1957 until 1963. Ryerson was acting US Senior Commissioner at the 12th, 15th and 16th Sessions before becoming Senior Commissioner in his own right at the 17th Session.

Of the thirty-one Americans to serve as commissioners, ^aalternates and advisers in the first ^{few} years (see above), most came from either US consulates in the western Pacific or from various branches of the US State Department. Four came when they were US Consuls at Noumea and four others came as US Vice-Consuls from Noumea. Orsen Nielsen, US Consul-General, ^{Sydney}Sydney, sat in on two sessions of the commissioners and represented the US at meetings of the Working Committee in 1948, 1949 and 1950. This accounts for nine of the thirty-one (or 29%). Nine more (another 29%) came from various State Department branches: four from the Division of Dependant Area Affairs; two just listed as from the State Department; and one each from the Office of Far Eastern Affairs, the Department of British Commonwealth Affairs, and the Office of Philippines and South Asian Affairs^a. A diplomat from Noumea or Sydney attended all of the first seventeen sessions except the 15th Session, which was ^hheld on Suva following the 3rd Conference of territorial delegates; all seventeen sessions were attended by a State Department representative and twelve of them by members of the Division of Dependant Area Affairs. The DAA and the ranking US ^{Noumea} diplomats were, therefore, charged with handling US concerns in the SPC during its first decade.

The remaining thirteen commissioners and advisers were drawn from six other career fields: three (10%) from the academic world; two (6%) from the US Navy; one each (3% each, or 9% total) from the Interior Department, HEW and the legal profession. Milton Shalleck, the lawyer, played an important role in the opening sessions by drafting staff contracts and other legal instruments for the Secretariat. Five others (16%) came from non-military government posts in the three US Pacific territories of Guam, American Samoa and the TTPI. At the 9th Session, Dr. Leebrich was there as a representative for the TT High Commissioner as the TT Liaison Officer/Historian; at this session, both Guam and the TT were welcomed into the SPC region.

7 The make-up of the US delegation in the sessions of the commissioners does, to a certain extent, invite the charge that the SPC as a whole consisted of those unpopular planners, "bureaucrats and academicians". When ten members of the Working Committee (Nielsen among them) visited Fiji and New Caledonia to inspect ^{rect} the site for the permanent headquarters, someone who signed himself 'Plain Bill' described it as a "gorgeous Pacific Islands picnic" for those of "the Planner type who might otherwise have been usefully employed. A typical Evatt set-up." (PIM, September 1948, p 9) R.W. Robson, editor of PIM, admired the US flair for research but continually asked why commercial people living in the islands could not be placed on some delegations (PIM, September 1948, p 13 and November 1948, p 6). These practical people, Robson claimed, would help the others keep their feet on the ground. The US, however, did continually introduce territorial officials on their delegations, so as to provide on-the-spot knowledge of what had to be done locally. But it is true that the main function of many US delegates was reporting back to Washington superiors and coordinating

government policy at minor diplomatic and departmental levels with delegates from the other five member governments.

In keeping with the system of alphabetical rotation of the chairmanship of the sessions of commissioners, the US Senior Commissioner (Keesing) chaired both the 6th and 12th Sessions during this period. At various times, the two US Commissioners also chaired some of the committees formed to discuss items on the agenda before they were acted upon at the plenary sessions. At the 1st Session, the US drafted the first work program and, at the 7th Session, drafted new financial regulations (SPC 1948a: SPC/1/WP/6; SPC 1951b: 12). At the 14th Session, the US called for mutual cooperation with the UN on its projects; at the 17th Session, the United Church Women of America offered to assist the SPC Women's Interests project for two years (1959-1961). A Women's Interests Officer was to have been appointed by April 1958 (SPC 1957b: 8).

The United States and the Secretariat

The SPC Secretariat was responsible for handling matters referred to it by the Commissioners^{HA} and for the day-to-day matters involved in running the SPC as a whole, but not including the work program, which was the responsibility of the Deputy Chairman of the Research Council and, later as of 1955, of the three Executive Officers for the three branches of the RC.

The US did not nominate anyone for the first Secretary-General in 1948 but did nominate J. MacGregor to be Deputy Secretary-General at ^{that} ~~the~~ time. W.D. Forsyth of Australia became the first Secretary-General (1948-1951). In this period he was succeeded by B. Freestone of the United Kingdom

An SPC Chronology 1948 - 1957

- 1947. South Seas Conference (Jan - Feb).
- 1948. 1st Session of Commissioners (May).
 - 1st Working Committee meeting (July).
 - 2nd Working Committee meeting (Aug).
 - 3rd Working Committee meeting (Sept).
 - 2nd Session (Oct - Nov).
 - 4th Working Committee meeting (Dec).
- 1949. 1st Research Council meeting (April - May).
 - 3rd Session (May).
 - 5th Working Committee meeting (Aug).
 - 4th Session (Oct).
- 1950. 1st Conference of Territorial Delegates (April - May).
 - 5th Session (May).
 - 2nd Research Council meeting (Aug).
 - 6th Working Committee meeting (Aug).
 - 6th Session (Oct - Nov).
- 1951. 7th Session (April - May).
 - 3rd Research Council meeting (June).
 - 8th Session (Oct - Nov).
- 1952. 9th Session (April - May).
 - 4th Research Council meeting (June).
 - 10th Session (Oct).
- 1953. 2nd Conference (April).
 - 11th Session (April).
 - 5th Research Council meeting (June).
 - 12th Session (Oct).
- 1954. 6th Session (June).
 - 13th Session (Oct).
- 1955. 7th Research Council meeting (June).
 - 14th Session (Oct - Nov).
- 1956. 3rd Conference (April - May).
 - 15th Session (May).
 - 16th Session (Oct - Nov).
- 1957. 8th Research Council meeting (June).
 - 17th Session (Oct - Nov).

SPC Officers 1948 - 1957

Secretary-General

W.D. Forsyth (Aus), 1948-1951.
B. Freestone (UK), 1951-1954.
J. Ryan (Aus), acting, 1954-1955.
R.C. Bedell (US), 1955-1958.
T.R. Smith (NZ), 1958-1963.

Deputy Secretary-General

H.E. Maude (UK), 1948-1949.
F.L. Hunt (NZ), 1949-1950.
J. Ryan (Aus), 1951-1956.
(Position left unfilled from 1956.)

Deputy Chairman, Research Council

Baas-Becking (Neth), 1949-1950.
E. Ojala (NZ), 1951-1955.
(Position left unfilled from 1955.)

(1951-1954), John Ryan of Australia as acting Secretary-General (1954-1955), Ralph Bedell of the US (1955-1958) and T.R. Smith of New Zealand (1958-1963). Dr. Bedell, at the time of his appointment, was director of program review and development at the US Office of Education. But he had had previous experience with regional organizations before while working with the Caribbean Commission and the West Indian Conference (PIM, November 1954, p 20).

At the 1st Session, Milton Shalleck had headed the committee to draft instructions for the Secretary-General and to organize the Secretariat (SPC 1948b: 6). At the next session, the US drew up a draft agreement giving certain immunities and privileges to Secretariat staff living in New Caledonia. These immunities and privileges were along the lines of those already being granted by the US to members of international organizations; they were not the same as, and did not amount to, diplomatic immunity (SPC 1948c: SPC/2/SR/7. Annex I).

Edwin Bryan and Loring Hudson, both Americans, were hired by the Secretariat in 1949. Bryan was to work "for three or four months in formulating a library policy, and working out appropriate methods, including systematic treatment of documentation." Mr. Hudson "has been engaged for a period of about six months as Information Officer; he will assist in preparing and executing a plan of publication" (SPC 1949a: SPC 3/Secs. 8, 11). Bryan's contract expired on 31 December 1949 (SPC 1950b: SPC 5/Sec. 12).

No American ever served as Deputy Secretary-General. The first to hold that office was H.E. Maude of the United Kingdom (1948-1949), who resigned to become Executive Officer for Social Development in the RC. His place was taken by F.L. Hunt of New Zealand (1949-1950), who resigned after only

a year and was succeeded by John Ryan of Australia (1951-1956), who quit after he was rejected as Secretary-General. The Deputy Secretary-General position was abolished after Ryan left and its duties distributed among other Secretariat staff (PIM, November 1956, p 151).

Dr. Bedell was the biggest US contribution to the Secretariat in the first ten years. He became Secretary-General on 1 March 1955, when Keesing swore him in ^{at Washington, D.C.} ~~there~~ (SPC 1955a: 23; PIM, April 1955, p 10). He presided over the Secretariat during the 14th through the 17th Sessions. The 13th Session had ordered a ⁰through review of the organization of the Secretariat, which was completed about the time Bedell assumed office (SPC 1955b: SPC 14/Sec. 6). Under his bureaucratic eye, these suggested changes were made. The elimination of the Deputy Secretary-General has already been mentioned. Whether or not they were specifically authorized in the review, Bedell wrote up job descriptions and various personnel forms that had not existed before. He also drew up organizational charts for the Secretariat and the RC and their lines of authority (SPC 1957a: SPC 17/Sec 51/ Annex I). Bedell expressed his desire to return to US government service in 1958 and was succeeded in ^{at} ~~they~~ year by T. Smith (SPC 1956d: SPC 16/Committee A/2).

The United States and the Economic Development Section, Research Council.

The US always regarded economic development as the top priority for the SPC work program. This is indicated both by the statements of the US Commissioners and the number of scientists and government organizations the US furnished to the economic development arm of the RC. Over these ten

years, the US government and a variety of US researchers did more in this branch of the RC than in the other two. During his opening speech at the 1st Session, Keesing said the US was concerned "not just with a set of work papers but with the island populations who were to be helped to work out their economic and social destinies" (SPC 1948b: 15). Keesing later singled out economic development and welfare as areas for special concern to the 2nd Conference of territorial delegates during remarks he made at the 7th Session (SPC 1951b: 9).

As defined by Dr. Baas-Becking of the Netherlands, who served as its first Deputy Chairman (1949-1950), the main concern of the RC as a whole was with answers to the question "which are the elements of Western civilisation that can be grafted upon existing local culture in order that the happiness of the natives may be promoted?" (PIM, May 1949, p 38). In practice, the RC conducted research and provided assistance to territorial governments and peoples in the three fields of economic development, health, and social development. Each of these ^{fields} sections had its own Executive Officer, who reported to the Deputy Chairman of the RC, who in turn reported to the Secretary-General. ^{Any} The advice and reports ^{on} of research had to follow this line of communication. When the Secretary-General received this information, he relayed it to the various Commissioners, who then gave it to their metropolitan and territorial governments to act on (PIM, November 1948, p 5). It was not until after the 3rd Conference in 1956 that training sessions for islanders were held, although, as early as 1948, the US had gone on record as saying the training of islanders "was one of the most important ways of advancing the purposes for which the Commission was founded" (SPC 1948c; SPC/2/SR 6. Rev. 1, 3).

In the meantime, RC projects were not to overlap with the work capable of being done by the member governments or the territories themselves. The first projects on the work program were decided on at the 1st Session. A Working Committee was subsequently formed to attend to the relevant details and to begin the work. It met six times from 1⁹48 to 1950 and finally yielded to the annual RC meetings that evaluated, reported on and proposed projects. (No meeting of the RC took place in 1956 because of lack of money.) A May 1957 review of the entire SPC carried out by the six member governments (and not by their Commissioners) recommended the RC work more closely with the territories, follow through on a few projects and ensure that they were completed (Dr. Baas-Becking in his inaugural address had said half-finished work was "the tragedy of tropical governments" (PIM, May 1949, p 37).), and seek financial help from other organizations (PIM, November 1957, pp 138-139).

The first Executive Officer for Economic Development (1948-1951) was an American, Dr. H.G. MacMillan, who was the only American to be an Executive Officer in any section in this period. Dr. MacMillan was head of the Pacific agricultural section of the US Commercial Company at the time of his appointment (PIM, November 1948, p 11). MacMillan attended the meetings of the RC and the Working Committee and conferences around the world relating to certain aspects of economic development in the tropics. In 1949, he went to London to see officials in the Colonial Office and the Imperial Institute and businessmen from London companies about coconut oil processing, soap manufacturing, ^hcocolate manufacturing and ^acocoa processing. In the same year, he attended a conference (17 August - 6 September) on

conservation and use of natural resources sponsored by the UN at Lake Success, New York (SPC 1950a: 16; PIM, October 1949, pp 17, 19 and February 1950, pp 17-18).

In 1950, he was involved in a greater variety of projects. He discussed agriculture and economic matters with various Australian government and scientific agencies; his agricultural concerns were plant quarantine regulations for preventing the spread of diseases among the territories, rice growing, setting copra exports at a certain high standard, atoll cash and subsistence crops and handicrafts (PIM, March 1950, p 18 and April 1950, p 19). At the 1st Conference, MacMillan said the SPC had plans for improving tropical crops, better diets, soil growth, fishing and financial credit (PIM, June 1950, p 25). In the following year, he presented the results of his low island survey, which he had conducted on Fiji after the 1st Conference, and stated there was a need for better yielding and disease-resistant coconut trees, more fruit trees, more kinds of livestock, improved trochus shell, pearl shell and sponge fisheries and more handicrafts. He also ^{chaired} ~~claimed~~ a conference in Fiji (2-11 April 1951) on plant and animal diseases and quarantine measures (PIM, August 1950, p 19 and April 1951, pp 82, 109 and May 1951, p 74).

From his first months on the job, MacMillan argued with the Commission over his salary and the taxes he had to pay to the IRS on it. Because of his problems, the Commission suggested in 1949 that Americans working for the SPC should try to begin work before 31 December in order to be able to claim exemption from US federal taxes (SPC 1949a: SPC 3/ Sec.27). Despite Keesing's objections, the Commission refused to meddle in this matter at its

6th Session (SPC 1951a: 27). After adjusting his contract at the 7th Session to allow him to be paid three-fourths of his salary in US dollars, his salary problems had apparently been taken care of. But suddenly, the Commission asked him to resign at the 8th Session, and he did so (PIM, December 1951, p 15). No reasons were even given for this, but in 1953 at the 12th Session, it was recommended that US employees of the SPC, alone of all the six member governments, go through a security clearance procedure handled by the Noumea consulate before beginning work (SPC 1953c: SPC 12/Sec. 7). Perhaps MacMillan's case was the cause of this.

In addition to an Executive Officer, the Economic Development Section had representatives from each member government who ordinarily served for a calendar year ^{as} ~~and~~ did the representatives in the other ^w ~~two~~ sections. Those to serve in this capacity for the US were Ryerson (in 1950 and 1952); Homer Baker, TT economist (in 1951 and 1953, the year he died in office); John de Young (1958), and H. Coolidge, President of the Pacific Science Board, who was an observer at many of the annual RC meetings.

Nine US scientists took part in projects undertaken by the section, six of them in agriculture and three in fisheries. The six who engaged in agricultural work were Dr. McDaniels of Cornell (studying New Caledonian afforestation and farming, as well as the soil and vegetation on Canton Island); Dr. Kraus of UH (fruit flies in the Cooks and the Agate snail problem); Carl O. Erlanson of the US Department of Agriculture (plant introduction); Dr. C.P. Hoyt of the entomology section in American Samoa (plant introduction); Dr. Paul Surany of the Illinois State Museum of Natural History (Rhinoceros beetle control); and Dr. Tracy Storer of the University of California

(Ponape rat ecology for three years, 1955-1958) (PIM, December 1949, p 15 and March 1950, p 18 and August 1950, p 19; ^{SPC}~~SPC~~ 1956a: 13). The three scientists in fisheries projects were Lloyd Meehan, who attended the 4th meeting of the Indo-Pacific Fisheries Council in Manila as an SPC observer in October 1953, and Vernon Brock of the Hawaii fish and game department and O.E. Sette of the Hawaii fish and wildlife service both of whom attended an SPC fisheries conference in Noumea (14-22 May 1952) to discuss modern fishing techniques by means of which Pacific Islanders could meet their nutritional needs (SPC 1954a: 49; PIM, June 1952, pp 23, 25).

US government and private agencies also contributed to economic development projects. The US agricultural station in ⁺Bethsville, Maryland, involved itself in the plant introduction effort, while Yale University and the Bishop Museum provided around two hundred species of taro for the SPC Naduruloulou (Fiji) plant and quarantine station (SPC 1955a: 15; SPC 1956a: 13). The Sixth International Grasslands Conference held in Pennsylvania discussed the improvement and management of tropical grasslands among other subjects (PIM, December 1952, p 113). The Rockefeller Foundation funded Dr. Surany's work on control of (ryctes rhinoceros, and the William Waterman Fund of the Research Corporation of New York gave \$ 8000 for a vitamin analysis of Pacific Islands food (SPC 1956a: 9, 14; PIM, July 1955, p 83).

Four types of work were carried out by the SPC in the American Pacific territories during the first decade. Most interest lay in coconut agriculture. In addition to the study of rats on Ponape mentioned earlier, a variety of coconut palms were taken ^{from} there as samples (SPC 1956d: SPC 16/Sec. 28, Annex I).

The Rhinoceros beetle was combatted in Palau. W. Pieris, an RC official, visited Guam, American Samoa, the eastern Carolines and the Marshalls to look into coconut production in 1953; he recommended improving copra storage methods (PIM, June 1953, p 20 and August 1953, p 57). The final copra related piece of research was undertaken by Jacques Barrau in the TT in 1956. He wrote up his results in his book Polynesian and Micronesian Subsistence Agriculture (SPC 1956e: 10).

The second area of investigation was that carried out at the atoll experiment station on Jaluit Atoll, Marshalls. The SPC committed itself to gathering and circulating the results of the research done there (SPC 1956d: SPC 16/Sec.18). It also availed itself of the Atoll Research Bulletin put out by the Pacific Science Board and paid the board to publish Dr. Catala's work on atoll economics in the Gilberts and Ellices in that series (SPC 1956e: 12).

Marine resources was the third area. Dr. Hubertus van Pel, RC fisheries officer, traveled to all three US territories to survey fishing operations in 1955 and 1956 (SPC 1956a: 39). A marine biologist was commissioned to study trochus shell biology and the trochus industry in the TT for two years (SPC 1956a: 40). Finally, twenty-five islanders were sent to the Noumea Fisheries Training Course (19 November 1956 - 21 February 1957) for sixteen weeks to study fish protein and regulation of the food supply; among the twenty-five was the Guamanian Francisco de Leon and a few from the TT and American Samoa (PIM, May 1957, p 50; SPC 1957a: SPC 17/Sec. 14).

In the area of cooperatives, the fourth area of Economic Development concern, Constantine Joannides, RC coop officer, went to Guam and the TT to advise on forming coops in 1957 (SPC 1957a: Progress Report No. 16).

The results of all this research were written up in articles for the South Pacific Bulletin. Up to the end of 1959, a total of twenty-three such articles specifically on the US Pacific territories had appeared there (fourteen on the TT, eight on Guam and only one on American Samoa).

The United States and the Health Section, Research Council.

As previously mentioned, the US did not have an Executive Officer in this section of the RC. It did, however, have representation by a territorial medical officer at most of the annual RC meetings. This duty was rotated among the various territories. Three US Navy medical officers from American Samoa served for three years in the beginning (Capt. W.P. Stephens and Lt. L.A. Jackowski in 1949 and J. Cray in 1950 and 1951), followed by the TT medical director (Hiram Marshall, 1952), a Truk medical officer (Dr. Clark Richardson, 1953), the American Samoa~~x~~ public health director (Dr. Fred Brenneman, 1954), the Guam medical services director (Dr. J.E. Kennedy, 1955 and 1958), and the TT public health director (Dr. H. Eugene MacDonald, 1957) (SPC 1948c: SPC/2/Sec 4; PIM, May 1949, p 10; SPC 1951a: 16, 30; PIM, July 1952, p ⁷⁹20; PIM, June 1953, p 20; SPC 1954a: 71; SPC 1955a: 7; PIM, June 1954, p 20 and July 1955, p ⁸⁵26; SPC 1957a: SPC 17/General Committee 14; SPC 1957b: 6).

Four US consultants were called in to help with a small number of ailments and one training program. Dr. H. Boye of the University of California helped with ~~x~~ filariasis research in American Samoa and elsewhere (PIM, May 1951, p 31). He also attended a conference in Tahiti (August 1951)

on the same subject. Dr. H.E. Crawford did an^ophthalmological survey in the TT in 1953, then someone else did the same in American Samoa the next year (SPC 1954a: 10; PIM, December 1953, p 34). Dr. Norman Sloan of New York first visited Dutch New Guinea, where he found leprosy to be a major health problem, then he visited the TT in 1953 and American Samoa in 1955 (PIM, December 1952, p 114; SPC 1954a: 40; SPC 1956a: 35). Dr. Alfred L. Scherzer of New Haven held a health education course at Noumea in 1957 (SPC 1957a: SPC 17/Sec 51/Annex I). Somewhat earlier Dr. Emile Massal, health Executive Officer, had visited health department officials in Guam and the TT (PIM, December 1952, p 114).

These surveys were published as a number of SPC technical reports issued by the Research Council. They include three on American Samoa -- No. 62 on leprosy, No. 63 on diet and nutrit^ution, and No. 64 on dental problems -- and three on the TT -- No. 57 on leprosy, No. 67 on eye problems and No. 83 on diet and nutritution -- among the 110 reports that had been published before the end of 1957. For the period October 1956 to October 1957, a total of thirty-seven copies were sold, a scant subscription.

The United States and the Social Development Section, Research Council.

The third section of the Research Council, the Social Development section, had the scantiest US representation. Although Sir Peter Buck, Dr. John Useem, and W.E. Mason were nominated as US representatives for 1949, none of them attended the 1st Research Council annual meeting in April 1949 (SPC 1948c: SPC/2/Sec 4; PIM, May 1949, p 10). Sir Peter was, however, later invited to become an honorary consultant to the RC (SPC 1951a: 16). Likewise, there was no US representative at the annual meetings held in 1950 and 1951 (SPC 1951a: 30; PIM, August 1950, p 17 and

July 1951, p 13). But in 1952 and 1953, Homer Barnett, then TT staff anthropologist, was present and was succeeded by John Cool for 1955 and 1957 (SPC 1952a: 7; PIM, July 1952, p 79; SPC 1952e: 5; PIM, June 1953, p 20; SPC 1954a: 71; SPC 1955a: 7; PIM, July 1955, p 85; SPC 1957b: 6).

The only two US consultants in this decade were Keesing, who wrote Social Development in Polynesia published by the Oxford University Press and who reported on archaeological sites to the SPC, and Dr. John Ludington of the US Office of Education, who directed a vocational training program in Noumea in 1955 and 1956 (SPC 1952a: 15; SPC 1954a: 18; SPC 1957a: SPC 17/Sec 12; SPC 1956a: 16).

The US Pacific territories were shown only token concern in this area. The Koror Community Center received an SPC grant-in-aid in 1952, and a technical report (No. 46) was written about it as a model project of its kind (SPC 1952e: 18). Five years later, David Roberts, RC organizer for island literature, prepared a report at the request of TT High Commissioner Nucker entitled "The development of printing and duplicating facilities in the TTPI" (SPC 1957a: Progress Report No. 16). No work was done in American Samoa, but a study of the problems of Micronesians settled on Guam was written up as a technical report, No. 49.

The United States and the South Pacific Conference.

Three conferences were held during these first ten years, in 1950, 1953 and 1956. The 3rd Conference and the 1957 review conference that examined overall SPC operations ushered in an era of training programs for islanders and ended the period when research was carried out by non-

islanders without any exchange of skills or training. According to Secretary-General Bedell, the SPC had begun increasing its service to territorial governments in the period 1954 to 1955, or between the 13th and 14th Sessions (SPC 1955b: SPC 14/Sec. 12), but it was another year or more before territorial residents were brought into the various programs.

At each of the conferences, the US was responsible for presenting a paper on a topic assigned by the Commission. The three US papers were entitled "The healthy village" (1st Conference); "Problems conserving and improving the resources of the land and water" (2nd Conference); and "Infant and maternal welfare, having regard to social services, community organizations and the improving of living conditions" (3rd Conference). A great deal about the development of the conferences is reflected in these titles themselves. Because of the wishes of delegates to the 2nd Conference, the last paper was due in their hands in fall 1955.

Only the American Samoan delegation out of the three US territorial delegations attended all three conferences since Guam and the TT did not join the SPC until November 1951. The members on the various delegations are listed on the following two pages.

The 1st Conference (Suva, April 1950) was historic simply because it was the first Pacific-wide meeting of islanders from all the different groups. Prince Tungi of Tonga, then the Prime Minister, remarked at this conference that the US had "a fund of expert knowledge, together with her short but honorable career as a colonial power" that made her a good provider for her territories (FIM, May 1950, p 67). The delegates passed ⁴³~~33~~ resolutions on to the SPC for its action.

US Territorial Delegates to SP Conferences 1950 - 1956.

1ST Conference 1950.

American Samoa: Tufele Faiaoga
Tuitele
Tulasosopo (adviser)
Lt Edward Horne (adviser)

2nd Conference 1953.

American Samoa: Mariota T. Tuiasosopo
Aumoeualogo
Tufele Faiaoga (adviser)
John Cool (adviser)

Guam: Manuel Guerrero
B.J. Bordallo

TTPI: Roman Tmetuchel
Ignacio Benevente
Amata Kabua
Fritz Weilbacher (adviser)

3rd Conference 1956.

American Samoa: Tuli L. Le'iato
Petero Solia
Dr. B.J. Williams (alternate)
John Cool (adviser)

Guam: Manuel Calvo
Mrs. Lagrimas Untalan
Manuel Guerrero (adviser)

US Territorial Delegates to SP Conferences 1950 - 1956

3rd Conference 1956.

TTPI: Edmund Gilmar
Ricardo Borja
John Spivey (adviser)
Cdr Charles Miller (adviser)

At the 2nd Conference (Noumea, April 1953), the SPC reported they had acted on ⁱⁿ thirty of the resolutions passed along by the 1st Conference. The American Samoan delegation urged that locally prepared educational materials be ^{used in schools} prepared. Perhaps the single most important resolution was the one for the establishment of a South Pacific university. A total of forty-nine resolutions were made and handed to the SPC (PIM, May 1953, pp 55, 57, 59, 62).

By the time of the 3rd Conference (Suva, April - May 1956), the territorial delegates had taken control of the debate and discussion. ~~Two~~ committees were formed to consider particular items on the agenda in private, away from non-islander advisers, before they were brought before the whole conference. Ratu Mara was here and chosen to head the committee for economic matters, and Mrs. Untalan was deputy-chairman for the committee on health and social development (PIM, May 1956, pp 25, 138). The delegates made another thirty-three resolutions. At the conclusion of the conference, the delegates met with the Commissioners in a joint session, which lasted about an hour. To begin this joint session, Sir Ronald Garvey, chairman of

the 3rd Conference, said, "Let battle begin." One territorial delegate asked the Commissioners if any of their staff members were territorial residents but received no reply (PIM, May 1956, p 138 and June 1956, pp 142-143). At this time, the territorial delegates asked to see the papers presented a year in advance in order to examine them beforehand.

Conclusion

A cheerful Robson, who had attended this joint session, wrote in PIM that the Conference delegates had outgrown the Commissioners. The Conference people had their feet on the ground and knew what they wanted, whereas the Commissioners were bureaucratic and did not (PIM, June 1956, p 23).

This is not quite fair. As Ryerson, then acting US Senior Commissioner, had said at the 12th Session, the Commissioners were at the early Sessions "getting to know one another personally, were taking the initial steps to establish a headquarters, weeded out from the basic charter of the Agreement our administrative instrumentalities, recruit an international staff, grope toward a realistic budget, and suggest work program items for the first meetings of the Research Council". He thought the biggest SPC achievement of the first five years to be "the steady development of habits, and opening up of channels, of quiet interconsultation and cooperation among the Governments and between the specialists in the territories" (SPC 1953c: SPC 12/Sec. 14). During the last five years of the opening decade, the SPC had, largely because of the 3rd Conference, grown to include territorial residents as well as specialists. This initiative to link up with ever more island residents grew in the ensuing decades of US involvement in the SPC.

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